



CITY OF HAYWARD

AGENDA REPORT

AGENDA DATE 12/12/00

AGENDA ITEM 8

WORK SESSION ITEM _____

TO: Mayor and City Council

FROM: Director of Community and Economic Development

SUBJECT: Direction to Staff Regarding Preferred **Alternative** for Cannery Area Design Concept

RECOMMENDATION:

It is recommended that the City Council review the attached report, confirm the Preferred Alternative as the conceptual framework for the Cannery Area, and direct staff to initiate the environmental review process and identify appropriate amendments to the General Plan and Zoning Ordinance for consideration at a later time.

BACKGROUND:

Pursuant to action taken by the City Council on June 27, 2000, staff has been working with the firm of Solomon E.T.C. over the past five months to develop a Design Concept for the Cannery Area. The **Cannery** Study Area, which comprises approximately 120 acres, includes three distinct older industrial areas bordering the Burbank Neighborhood (see Exhibit A'). The major focus of work has been on Area 2, which is also the area affected by the moratorium on land use and building approvals adopted by the Council on July 25, 2000.

As directed by the Council, the objective is to formulate a broad-brush; **conceptual** design that provides a vision for the study area and illustrates how future redevelopment of the area could be integrated with the surrounding neighborhoods. Possibilities for multiple uses and various phasing options have been explored by the consultants. The Council encouraged staff **and** the consultants to be creative and stretch the envelope of feasibility. As an example, some of the preliminary alternatives suggested the possibility **of** relocating Burbank School and/or Cannery Park within the study area in order to allow for more intense development around the Amtrak Station. The conceptual design also articulates proposed circulation patterns and transportation linkages to the Downtown BART Station area and the Winton Avenue governmental complex. The final design concept, which will be formally adopted after further environmental review, will be sufficiently detailed so as to provide a framework for reviewing private sector development proposals and public agency capital improvements and related activities.

On July 27, 2000, the City sponsored an initial public workshop for area residents, businesses and property owners in order to provide an overview of the planning process and to solicit input on opportunities and challenges within the study area. Based on comments at that meeting, as well as comments from a subsequent meeting with area businesses and commercial property

owners, the consultants prepared a series of preliminary conceptual design alternatives for Area 2. These conceptual alternatives were reviewed with representatives of the major commercial property owners in this area, as well as staff from the I-Iayward Area Recreation and Park District and the Hayward Area Unified School District. Separate study sessions were also held with the elected boards of both districts to provide an opportunity for their review of the design alternatives.

On October 4, 2000, the preliminary alternatives were presented at a second public workshop. Based on comments at that meeting, as well as subsequent discussions with property owners and HUDS and HARD staff, additional alternatives were developed for further consideration. As a result of further discussion and numerous revisions, the consultants have formulated a Preferred Design Concept that incorporates desired design elements while reflecting various physical site constraints {see Exhibit B). Major features of the Preferred Design Concept are highlighted below (see Development Summary) and further described in the Executive Summary of the attachment.

COMMENTS FROM INTERESTED PARTIES:

Discussion on the preliminary alternatives yielded various suggestions for changes in the location of open space, circulation pattern, housing types, and block configurations. At the request of HARD, the size of Centennial Park was reduced to provide for a perimeter street with housing facing the park in order to increase the accessibility and visibility of the park in relation to the surrounding neighborhood. The pedestrian overcrossing of the railroad tracks provides access to additional open space on the east side. Neighborhood concerns about the impact of increased traffic on Myrtle **Street** resulted in the proposed realignment north of the Winton Avenue/Soto Road intersection in order to discourage any through traffic. Major property owners expressed concern that the types of housing proposed reflect the higher density, compact development found in more urban centers rather than the lower density, suburban development found in many other parts of Hayward and southern Alameda County. These property owners do not feel that this type of housing can be marketed successfully in Hayward. The property owners also expressed concern that the proposed grid block pattern results in too many streets and increases development costs. While understanding of these concerns, staff and the consultants believe that the Cannery Area presents a real opportunity to implement the principles of transit-oriented development and anticipate the changes in market demand for this type of housing in Hayward and surrounding communities, and at the same time, integrate significant infill development within the fabric of existing neighborhoods.

DEVELOPMENTSUMMARY:

The Preferred Design Concept envisions a mix of residential and commercial uses, as well as new or expanded public facilities, including schools, parks and a community center. Most of the acreage designated for residential development is in Subarea 2, with some additional development shown in Subarea 3. The potential for additional housing development within the study area is approximately 805-962 dwelling units. Overall densities range from 10-30 units per net acre and include a variety of housing types: single-family detached, single-family

attached (townhomes), multifamily (condominiums and apartments), and live-work spaces. The basic layout is a block grid pattern that blends with the adjacent neighborhood. The Design Concept also designates several areas for retail and office commercial development. In Subarea 1, additional retail and office development is envisioned when existing manufacturing uses are no longer viable. A small amount of neighborhood-serving retail space is shown in Subarea 2. In Subarea 3, office development (possibly 170,000-200,000 square feet) is shown adjacent to the BART Station.

The Design Concept also envisions the total acreage devoted to open space and public facilities increasing from 26 acres to 29.5 acres. Cannery Park and Burbank School together would occupy approximately 15 acres, with another 2 acres identified as a potential site for a new community center. Joint use agreements between the Hayward Area Recreation and Park District and the Hayward Unified School District could be developed to maximize use of these facilities. Centennial Park, while reduced in size, would be made more visible and accessible through improved street and pedestrian connections with adjacent neighborhoods. Additional open space is provided in Subarea 2 with a square oriented around the water tower and linear parkways connecting the two parks, all serving the adjacent residential development. It is anticipated that the new housing within the study area would generate approximately 170-200 additional students at the K-6 grade levels. About 130-160 students would be in the attendance area of Burbank School: where current enrollment is approximately 750 students. The Design Concept contemplates the construction of a new, two-story elementary school to accommodate existing and projected enrollment.

Market assessment information provided by Economic & Planning Systems indicates that, given the strength of the regional economy and the study area's location within the region, the Cannery Area is very competitively positioned for development of various land uses. In its analysis, EPS notes that the economic value of a well-designed community can exceed the sum of its parts. In the near term, residential development is the most economically viable land use in the study area. Multi-family residential development has recently shown rapid absorption rates and high rental pricing and is expected to continue to be in high demand. Single-family residential development of higher densities (e.g., townhomes) will generate higher land values than detached single-family unit developments, despite lower sales values per unit. Live/work space that is adaptable for residential or commercial use but primarily occupied as residences may generate the highest land values but is to date an unproven product in the Hayward market area. Despite not being an historically recognized office market, Hayward has shown marked improvements in office space values. Office space should be part of a mid- and long-term development strategy for the Cannery Area, but it should not be the predominant land use. Retail development is desirable as both a revenue generator and an amenity for residents and workers, but it should not be considered a primary use for the near-term. In summary, according to EPS, the eventual development program and design concept should balance the near-term market acceptance and value of various products with the long-term issues of community design and traffic impacts for the creation of a vibrant, diversified, mixed-use project.

NEXT STEPS:

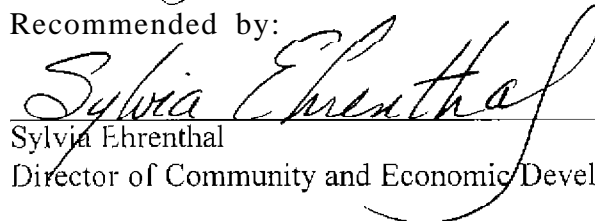
Upon selection of a Preferred Design Concept, staff would proceed to formulate proposed amendments to the General Plan and the Zoning Ordinance, as appropriate. These proposals would be subject to more detailed analysis, including traffic studies, a Phase I review of potential hazardous materials contamination sites, and other environmental studies as warranted. Based on these studies, a determination will be made as to what type of environmental document should be prepared to provide for adequate evaluation of the proposal. Upon completion of the necessary environmental documents, the proposal will be scheduled for review and public hearings before the Planning Commission and City Council as soon as possible, but **no** later than the spring of 2001.

Prepared by:




Gary Calame, Senior Planner

Recommended by:



Sylvia Ehrental
Director of Community and Economic Development

Approved by:



Jesús Armas, City Manager

Attachments:

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| Exhibit A | Map of Cannery Study Area |
| Exhibit B | Preferred Design Concept for Cannery Study Area |

Due to the size, type or quality of the attachments, they are not scanable and therefore are not available for website viewing. The report, in its entirety, is available in the City Clerk's Office, Planning Division, and at the Main Library.